JUSTICE ★ CENTER
THE COUNCIL OF STATE GOVERNMENTS
Collaborative Approaches to Public Safety

A Comprehensive Assessment of
Idaho's Correctional Programs

Justice Program Assessment
Findings and Recommendations
September 17, 2015

Council of State Governments Justice Center

Allison Berger, Policy Analyst
Bree Derrick, Project Manager
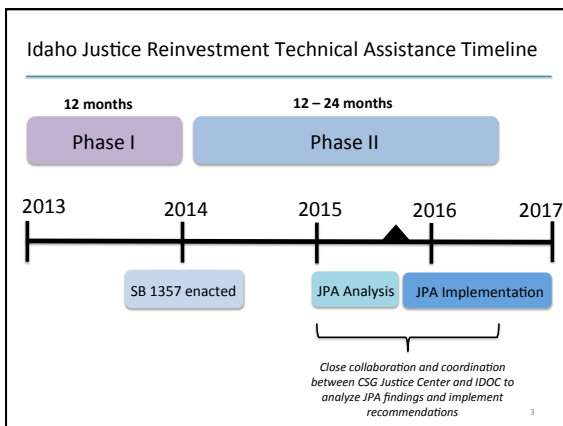**Erin Harbinson**, Policy Analyst

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Idaho's Justice Reinvestment Act (Senate Bill 1357)

- Faced with one of the fastest-growing prison populations in the nation, the Idaho State Legislature enacted the Justice Reinvestment Act (SB 1357) in March 2014.

- The policy framework primarily aims to:
  - Strengthen probation and parole
  - Structure parole decision-making
  - Measure recidivism-reduction efforts

- With successful implementation of the SB 1357 policy framework, the state is projected to avert between **$134 - $157 million in prison spending** between 2015-2019 and **reduce recidivism by 15%** within the same time period.

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Idaho Justice Reinvestment Technical Assistance Timeline

12 months   **12 – 24 months**

Phase I   Phase II

2013   2014   2015   2016   2017

SB 1357 enacted   JPA Analysis   JPA Implementation

Close collaboration and coordination between CSG Justice Center and IDOC to analyze JPA findings and implement recommendations

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Why conduct an assessment of programming?

- IDOC invests significant resources in programming for individuals under correctional supervision and wants to ensure that these investments are maximized to reduce recidivism.

- ID is currently investing about:

  – $7 million in community-based SUDS funding

  – $2.6 million in prison-based programming

$9.6 million

$7M

$2.6M

Estimate of FY15 Total Program Spending

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Overview of the presentation

☒ High-level summary
  - Process
  - Findings

❑ In-depth discussion of Idaho's programming system
  - Who?
  - What?
  - How Well?

❑ Turning recommendations into action

❑ Discussion and Questions

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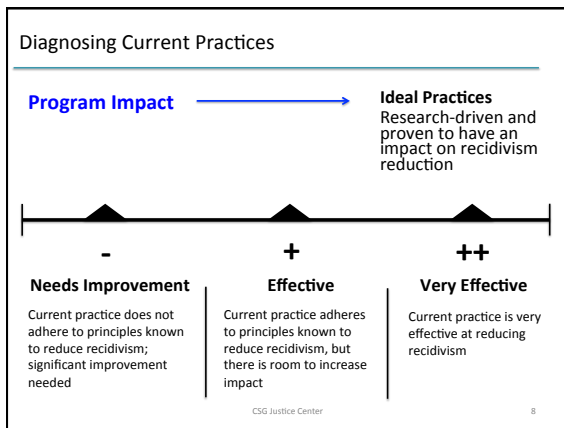## Three Core Elements of Programs that Reduce Recidivism

Program Impact

WHO — **Target population**

Recidivism Reduction

Program type — WHAT

HOW WELL — **Program quality**

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How was JPA conducted?

	WHO	WHAT	HOW WELL
Data Analysis	• Case-level risk/need data for IDOC offenders • Parole releases	• Program cost • Program dosage	• Recidivism rates for program participants
Direct Observation	• RDU / Admissions process • LSI-R assessments and reassessments • PSI interviews	• In-prison programs • Community-based programs • Therapeutic Community	• In-prison programs • Community-based programs • Therapeutic Community
Outreach & Interviews	• RDU staff • Probation and Parole Officers	• CSG expert review of program curricula • Program facilitators, participants, and facility management staff	• CPC and program staff • IDOC research staff
Qualitative Review	• Pathway eligibility • IDOC SOPs • Parole hearing case files	• Program curricula	• CPC results • Current QA process

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Diagnosing Current Practices

Program Impact →

Ideal Practices
Research-driven and proven to have an impact on recidivism reduction

-	**+**	**++**
Needs Improvement	**Effective**	**Very Effective**
Current practice does not adhere to principles known to reduce recidivism; significant improvement needed	Current practice adheres to principles known to reduce recidivism, but there is room to increase impact	Current practice is very effective at reducing recidivism

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IDOC Current Practices: Overall Findings

IDOC is utilizing effective practices to assess and target moderate and high risk individuals and has a research-driven process in place to evaluate the quality of programs, but is not using the most impactful program approaches to reduce recidivism.

WHAT   **WHO**   **HOW WELL**

| **-**	**+**	**++**
Needs Improvement	**Effective**	**Very Effective**
Current practice does not adhere to principles known to reduce recidivism; significant improvement needed	Current practice adheres to principles known to reduce recidivism, but there is room to increase impact	Current practice is very effective at reducing recidivism

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Idaho has a complicated Pathways programming system that appears tailored to individuals' risk and needs...
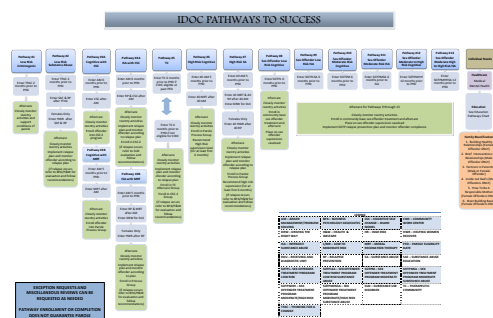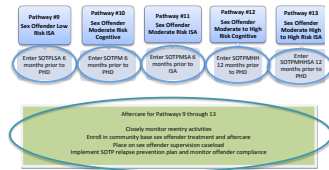

In reality, several Pathways are not being used and others duplicate services

 • Anger Management
 • Cognitive and / or Relapse Prevention
 • Aftercare

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Similar duplication of services exists for sex offenders

SOTP Pathways

Pathway #9 Sex Offender Low Risk ISA | Pathway #10 Sex Offender Moderate Risk Cognitive | Pathway #11 Sex Offender Moderate Risk ISA | Pathway #12 Sex Offender Moderate to High Risk Cognitive | Pathway #13 Sex Offender Moderate High to High Risk ISA

Enter SOTPLSA 6 months prior to PHD | Enter SOTPM 6 months prior to PHD | Enter SOTPMSA 6 months prior to ISA | Enter SOTPMHH 12 months prior to PHD | Enter SOTPMHHSA 12 months prior to PHD

Aftercare for Pathways 9 through 13
Closely monitor reentry activities
Enroll in community base sex offender treatment and aftercare
Place on sex offender supervision caseload
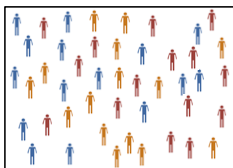Implement SOTP relapse prevention plan and monitor offender compliance

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What do we mean by risk and why does it matter?

Risk ?

Lack of meaningful categories among individuals can lead to:
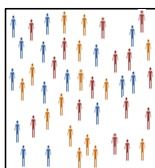
⚠ Over-treating/ over-supervising

⚠ Under-treating/under-supervising

⚠ Scare resources are wasted

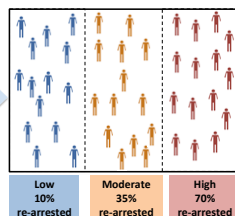⚠ Inconsistency in supervision practices

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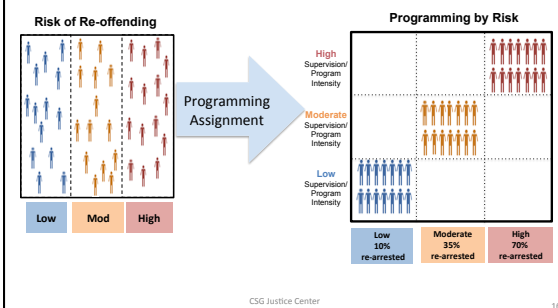## Assessing for risk results in categories of like individuals

Risk ? → Risk assessment → **Risk of Re-offending**
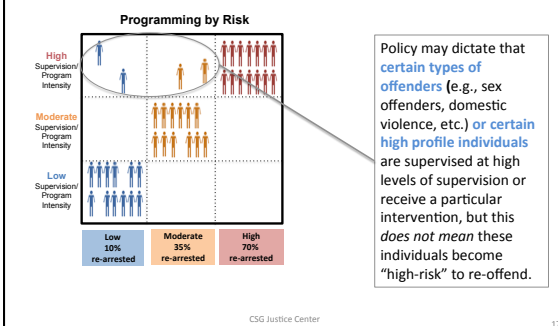
Low 10% re-arrested | Moderate 35% re-arrested | High 70% re-arrested

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Focus programming according to risk, with higher-risk individuals receiving higher intensity interventions

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Policy may dictate more intensive programming or supervision, but this does not change a person's risk score

Policy may dictate that **certain types of offenders (**e.g., sex offenders, domestic violence, etc.) **or certain high profile individuals** are supervised at high levels of supervision or receive a particular intervention, but this *does not mean* these individuals become "high-risk" to re-offend.

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1. **Who** is receiving programming?

The goal: prioritize programming resources for individuals who are most likely to reoffend.

Research indicates that targeting moderate and high risk individuals for programming can have a substantial impact on recidivism reduction. Targeting low risk individuals for programming has the potential to increase recidivism.[1]

Addressing multiple criminogenic needs will have a greater impact on reducing recidivism for moderate and high risk individuals than only addressing one criminogenic need, or multiple non-criminogenic needs.[2]

1. Christopher T. Lowenkamp, Edward J. Latessa and Alexander M. Holsinger, "The Risk Principle in Action: What Have We Learned from 13,676 Offenders and 97 Correctional Programs?" *Crime and Delinquency* 52, no.1 (2006): 77-93.
2. D. A. Andrews and James Bonta, *The Psychology of Criminal Conduct, 5th ed.* (New Providence, NJ: Mathew and Bender & Company, Inc., 2010).
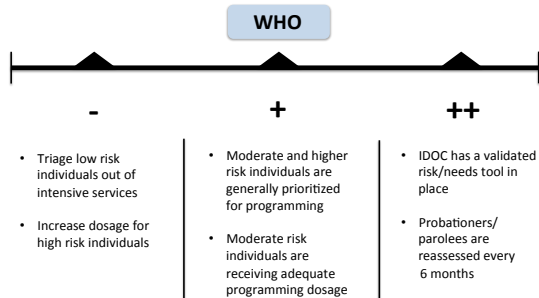
1. Who: Summary of findings

- IDOC is using a validated tool to make meaningful risk/needs based programming decisions, but lacks a mechanism to track program availability for moderate and high risk individuals both in prison and in the community.

- Low risk individuals may receive intensive programming, which has the potential to increase overall risk.

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WHO: Effectiveness of current practices

WHO

-

+

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- Triage low risk individuals out of intensive services

- Increase dosage for high risk individuals

- Moderate and higher risk individuals are generally prioritized for programming

- Moderate risk individuals are receiving adequate programming dosage

- IDOC has a validated risk/needs tool in place

- Probationers/ parolees are reassessed every 6 months

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Criminogenic needs should drive programming decisions
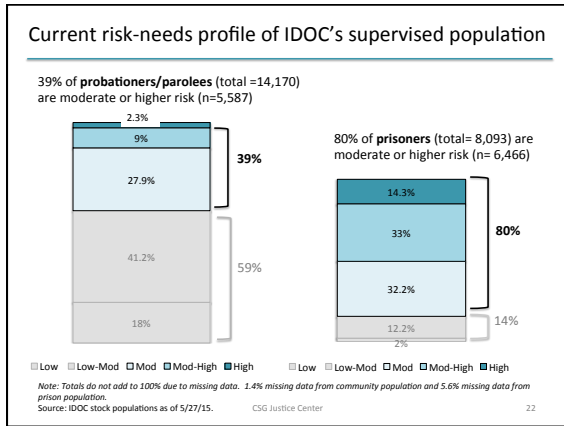
The Predictors of Recidivism: LSI-R Subdomains

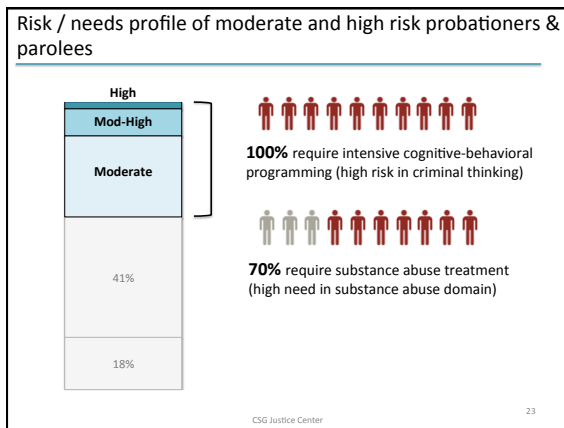| Recidivism	Risk / Need	Programmatic Response
More Predictive	• Criminal thinking/ personality, criminal friends*	• Cognitive-behavioral
	• Substance Abuse	• Treatment / relapse prevention
	• Family / Marital	• Family reunification
	• Education / Employ.	• Life skills, job skills
Less Predictive	• Leisure / Rec	• GED / other

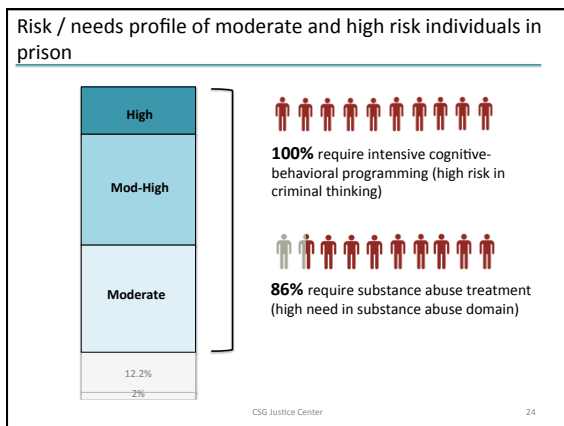**Dosage: 100+ hrs Mod 200+ hrs High**

* Included factors: Companions, Antisocial cognitions, Antisocial personality, Criminal History
Source: D. A. Andrews and James Bonta, *The Psychology of Criminal Conduct, 5th ed.* (New Providence, NJ: Mathew and Bender & Company, Inc., 2010).

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Current risk-needs profile of IDOC's supervised population

39% of **probationers/parolees** (total =14,170) are moderate or higher risk (n=5,587)

2.3%	
9%	**39%**
27.9%	
41.2%	59%
18%	

80% of **prisoners** (total= 8,093) are moderate or higher risk (n= 6,466)

14.3%	**80%**
33%	
32.2%	
12.2%	14%
2%	

☐Low ☐Low-Mod ☐Mod ☐Mod-High ■High   ☐Low ☐Low-Mod ☐Mod ☐Mod-High ■High

Note: Totals do not add to 100% due to missing data. 1.4% missing data from community population and 5.6% missing data from prison population.
Source: IDOC stock populations as of 5/27/15.   CSG Justice Center   22

Risk / needs profile of moderate and high risk probationers & parolees

High
Mod-High
Moderate

100% require intensive cognitive-behavioral programming (high risk in criminal thinking)

70% require substance abuse treatment (high need in substance abuse domain)

41%
18%

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Risk / needs profile of moderate and high risk individuals in prison

High
Mod-High
Moderate

100% require intensive cognitive-behavioral programming (high risk in criminal thinking)

86% require substance abuse treatment (high need in substance abuse domain)

12.2%
2%

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2. **What** types of programming are provided?

The goal: reliance on programming that has a demonstrated impact on reducing recidivism and / or use a research-driven approach.

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What research are we using?

Formal Evaluations
- Programs that have been formally evaluated to reduce recidivism by an unbiased source, using a rigorous research method, and across multiple sites are the most likely to achieve positive results when replicated.
- CSG Justice Center staff reviewed all available meta-analyses and summaries of research on program models.*

Adherence to effective practices
- Across program types, researchers have identified certain approaches that are more likely to reduce recidivism (e.g., items on the CPC).
- The most effective modality for addressing criminal thinking is cognitive-behavioral approach.[4]

*Sources: NREPP - What Works in Reentry Clearinghouse - Crime Solutions - Results First Clearinghouse Database – Psychology of Criminal Conduct (Andrews & Bonta)
Meta-analyses from journals: Crime and Delinquency - Journal of Experimental Criminology - Journal of Drug Issues
4. D. A. Andrews and James Bonta, *The Psychology of Criminal Conduct, 5th ed.* (New Providence, NJ: Mathew and Bender & Company, Inc., 2010). 26

2. **What**: Summary of findings

- IDOC has made a substantial effort to adopt programs that are marketed as "effective" at reducing recidivism.

- Upon closer review, many of these programs rely on approaches that are outdated or less impactful than research-driven alternatives.

- 9 out of 12 program curricula currently offered have not been evaluated or rely on a modality that is limited in its ability to reduce recidivism.*

*Several Rider curricula were not included as they were outside the scope of this assessment 27
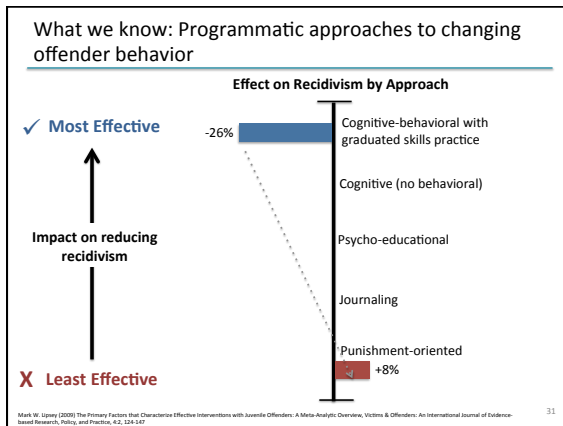
WHAT: Effectiveness of current practices

WHAT

| - | + | ++ |

- Migrate to programs that have been formally evaluated or adhere to EBP

- Programming should rely largely on cognitive-behavioral approach

- Offer substance use disorder treatment at varying levels of care

- Programming in the community is coordinated as aftercare of prison programming

- Program staff are supportive of a rehabilitative approach

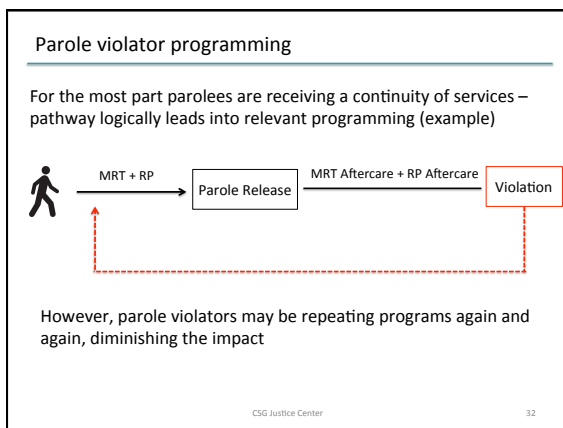- Program staff make a concentrated effort to engage individuals in prosocial group activities

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Idaho's prison pathways system

IDOC PATHWAYS TO SUCCESS

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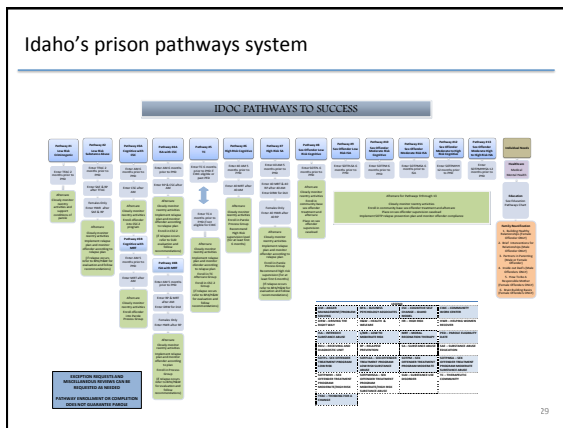
Moderate and high risk individuals receive the same programs in "general pathways" as they do in Therapeutic Communities

	General Pathway (4a) • Mod – High Risk • Mod – High SA Need	**Therapeutic Community (5)** • Mod – High Risk • Mod – High SA Need
Prison	↓	↓
Anger Management	12 hours	12 hours
Relapse Prevention	51 hours	51 hours
Cognitive Self-Change (CSC)	51 - 78 hours	51 - 78 hours
Community		
Aftercare	64 – 96 hours	116 – 144 hours
	= 178 - 237 hours	= 230 - 285 hours
	23% recidivism rate	**28% recidivism rate**

What we know: Programmatic approaches to changing offender behavior

Effect on Recidivism by Approach

✓ **Most Effective**

-26% Cognitive-behavioral with graduated skills practice

Cognitive (no behavioral)

Impact on reducing recidivism

Psycho-educational

Journaling

Punishment-oriented
+8%

✗ **Least Effective**

Mark W. Lipsey (2009) The Primary Factors that Characterize Effective Interventions with Juvenile Offenders: A Meta-Analytic Overview, Victims & Offenders: An International Journal of Evidence-based Research, Policy, and Practice, 4:2, 124-147

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Parole violator programming

For the most part parolees are receiving a continuity of services – pathway logically leads into relevant programming (example)

🚶 MRT + RP → Parole Release — MRT Aftercare + RP Aftercare — Violation

However, parole violators may be repeating programs again and again, diminishing the impact

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Parole violator programming (cont.)

- Create a new programming track for parole violators that eliminates redundancies and has a greater impact on "relapse" behavior
- Rely on a central cognitive-behavioral curriculum that can be adapted to fit violator and aftercare needs

🚶 CBI X + Relapse Prevention Parole Release CBI X Aftercare + RP Aftercare Violation

(Unique parole violator track)

🚶 CBI for Violators + Treatment → Parole Release — CBI Aftercare + Treatment —

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3. How well are programs are programs being delivered?

The goal: ensuring that programs are being implemented with quality and fidelity, and that outcomes are being tracked.

Assessment	Training	Data Monitoring
• Programs are routinely assessed for quality • Programs that fail to meet quality standards are subject to a CQI process	• Facilitators are trained regularly in evidence-based curricula • Program evaluators are trained in validated program assessment tool	• Program attendance and quality of participation are tracked, by individual • Program completion is tracked, by individual • Recidivism measures are adopted and tracked, by individual and by type of program

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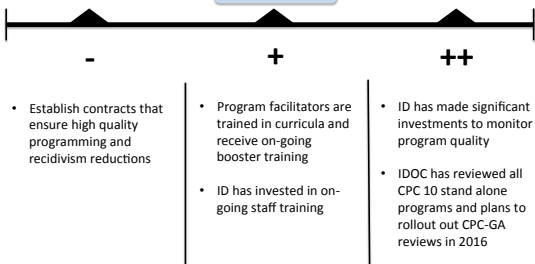
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3. How well: Summary of findings

- In 2014, the Idaho state legislature invested $500,000 to support officer training through the Justice Reinvestment Act.

- IDOC allocated a portion of these funds to train a large cadre of staff (30+ individuals) on the Correctional Program Checklist (CPC) in an effort to evaluate and improve the quality of programs.

- The CPC is a validated program evaluation tool. Programs that score in the effective or highly effective range on the Correctional Program Checklist (CPC) and CPC-Group Assessment (CPC-GA) are more likely to reduce recidivism.

- 10 stand alone programs have been evaluated to date.

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HOW WELL: Effectiveness of current practices

HOW WELL

| -	+	++
• Establish contracts that ensure high quality programming and recidivism reductions	• Program facilitators are trained in curricula and receive on-going booster training • ID has invested in on-going staff training	• ID has made significant investments to monitor program quality • IDOC has reviewed all CPC 10 stand alone programs and plans to rollout CPC-GA reviews in 2016

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CPC results (Prison)

As of Summer 2015:

Of prison-based standalone programs:
- 2 out of 10 evaluated as effective
- 8 out of 10 evaluated as ineffective or needs improvement

1. ICIO TC
2. ICIO SOTP
3. ISCC TC
4. ISCC SOTP
5. MTC CRP
6. MTC CAPP
7. NICI Traditional
8. NICI TC
9. PRC
10. SBWCC

Highly Effective

Effective

Needs Improvement

Ineffective
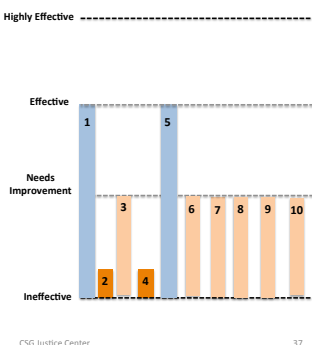
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- How Well?

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❑ Discussion and Questions

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What should a new programming system look like?

Recommendation for a new programming system

Adopt a "menu" of program options that are:

Research-driven and proven to impact moderate and high risk recidivism
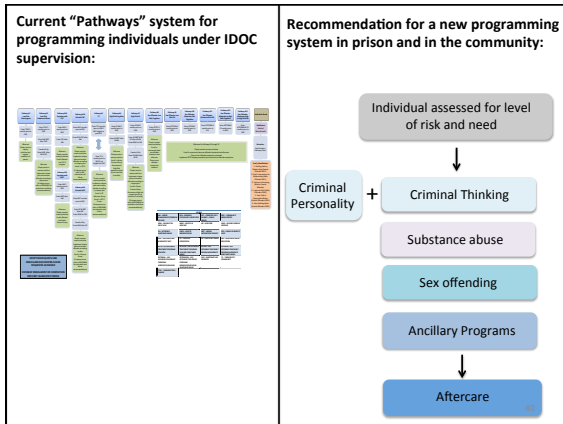
Universally available across the state at all facilities and probation and parole offices

Responsive to individual risk and need over time and adaptable for an aftercare setting or for individuals who violate supervision

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Current "Pathways" system for programming individuals under IDOC supervision:

Recommendation for a new programming system in prison and in the community:

Individual assessed for level of risk and need

Criminal Personality + Criminal Thinking

Substance abuse

Sex offending

Ancillary Programs

Aftercare

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Thank You
September 17, 2015

Council of State Governments Justice Center

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